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Proposed programme budget for the biennium 2014-2015

Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Thematic cluster III: United Nations Assistance Mission in Somalia

Eighteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2014-2015

I. Introduction and background

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the proposed resource requirements for the United Nations Assistance Mission in Somalia (UNSOM) for the period from 1 January to 31 December 2014 (A/68/327/Add.7). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 9 December 2013.

2. By its resolution 2102 (2013) of 3 June 2013, the Security Council established UNSOM to support the Federal Government of Somalia in reaching its goal of delivering elections in 2016, in close cooperation with other United Nations agencies and the African Union Mission in Somalia (AMISOM). As indicated in paragraph 4 of the report of the Secretary-General, the mandate of the Mission would be to: (a) provide United Nations good offices functions, supporting the Federal Government of Somalia's peace and reconciliation process; (b) support the Federal Government of Somalia, and AMISOM as appropriate, by providing strategic policy advice on peacebuilding and State-building; (c) assist the Federal Government of Somalia in coordinating international donor support; (d) help build the capacity of the Federal Government to: (i) promote respect for human rights and women's empowerment; (ii) promote child protection and implement the relevant Somali government action plans on children and armed conflict; (iii) prevent conflict-related sexual and gender-based violence; (iv) strengthen Somalia's justice

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institutions and help ensure accountability, in particular with respect to crimes against women and children; and (e) monitor, help investigate and report to the Council on human rights in Somalia.

3. In paragraph 5 of his report, the Secretary-General indicates that a temporary headquarters for UNSOM has been established at Mogadishu International Airport and that field offices have been (or are being) established in Hargeysa, Garoowe, Baidoa, Kismaayo and Beledweyne. He also indicates that the Mission has a small liaison office in Nairobi.

II. Resource requirements

4. The estimated resources requested by the Secretary-General to implement the mandate of UNSOM in 2014 amount to $50,394,800 (net of staff assessment). They comprise requirements to cover travel and allowances for six United Nations police in Mogadishu ($126,500), salaries and common staff costs for the staffing complement of 221 civilian personnel ($19,103,200), as well as requirements for operational costs ($31,165,100) (ibid., para. 45). The Secretary-General indicates that the resource requirements are based on a critical assessment of what is achievable during the period (ibid., para. 19).

Staffing

5. The Secretary-General proposes a civilian staffing complement of 221 personnel comprising 129 international positions (1 Under-Secretary-General, 2 Assistant Secretary-General, 1 D-2, 6 D-1, 28 P-5, 25 P-4, 21 P-3, 1 P-2 and 44 Field Service), 80 national positions (51 National Professional Officer and 29 Local level) and 12 United Nations Volunteer positions. The staffing proposals also include three positions for offices at Headquarters to provide backstopping services (1 P-5 in the Africa I Division of the Department of Political Affairs, 1 P-4 in the Office of Rule of Law and Security Institutions of the Department of Peacekeeping Operations and 1 P-4 in the Programme Planning and Budget Division of the Department of Management).

6. Upon enquiry, the Advisory Committee was informed that the position of Deputy Special Representative of the Secretary-General had been classified at the level of Assistant Secretary-General because the incumbent had to have the requisite experience to provide political and operational advice to the Special Representative of the Secretary-General on all matters related to the implementation of the mandate of UNSOM and to temporarily assume the duties and the responsibilities of the Special Representative whenever needed. The Committee was further informed that the level of the position would enable the incumbent to represent UNSOM with authority through the Mission's engagements with the leadership of the African Union and AMISOM, with the international community, as well as at United Nations system-wide and regional and international meetings, seminars and conferences.

7. Similarly, the Advisory Committee was informed that the position of Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator had been classified at the Assistant Secretary-General level in view of his or her responsibility for coordinating the United Nations country team humanitarian and development assistance. The incumbent would be in charge of the development agenda and act as the main leader on humanitarian issues, all of which

required an appropriate level of authority. In addition, the Committee was informed that the level of seniority would enable the incumbent to represent UNSOM with authority through the Mission's engagements with the international community, with the leadership of the African Union and AMISOM, as well as at United Nations system-wide and regional and international meetings, seminars and conferences.

8. The Secretary-General proposes 11 positions (1 USG, 2 P-5, 1 P-4, 3 Field Service, 1 National Professional Officer and 3 Local level) for the Office of the Special Representative of the Secretary-General. The Advisory Committee notes that, in addition to one Office Assistant (Local level), three Administrative Assistants (Field Service) would provide administrative support to the front office of the Special Representative and provide some protocol services as well. **The Committee is of the view that two Field Service positions and one Local level position are sufficient to cover the administrative support functions for the Office of the Special Representative of the Secretary-General. Accordingly, the Committee recommends against the establishment of one of the positions of Administrative Assistant (Field Service).** As for the Strategic Communications and Public Affairs Group, the Committee notes that the incumbents of two Public Information Officer positions (P-3) are proposed to undertake media and digital outreach functions. **The Committee is of the view that the public information outreach functions can be adequately covered by one position. Accordingly, the Committee recommends against the establishment of one of the positions of Public Information Officer.**

9. In paragraph 19 of his report, the Secretary-General indicates that the Mission has taken a phased approach to deploying its staffing and infrastructure capacities in order to balance the requirement to fulfil its mandate and the constraints resulting from security conditions on the ground. Upon request, the Advisory Committee was provided with information on the projected monthly deployment schedule for all categories of personnel (see annex). The Committee was also informed that, in addition to the phased deployment, a 15 per cent vacancy factor had been applied to the staffing requirements for 2014. Furthermore, the proposed deployment schedule reflects the transfer of 34 civilian staff positions to the United Nations Support Office for the African Union Mission in Somalia effective 1 July 2014 (12 international positions (1 P-4, 2 P-3 and 9 Field Service), 9 national positions (5 National Professional Officer and 4 Local level), and 13 United Nations Volunteer positions). **The Committee commends the phased deployment strategy, which takes into account the security situation in the Mission area, and expects that it will be adhered to. The Committee encourages the Secretary-General to take all necessary security precautions to minimize the risk to staff in their performance of the Mission's mandated activities.**

10. Upon request, the Advisory Committee was provided with information on the distribution of the proposed staffing positions by location. According to the information, 151 positions would be located in Mogadishu, while the other positions would be located in the field offices as follows: Hargeysa (8); Garoowe (13); Baidoa (17); Kismaayo (10); and Beledweyne (6). In addition, 13 positions would be located at the liaison office in Nairobi and 3 positions in New York to provide backstopping services. During its consideration of the Secretary-General's proposals, the Committee was informed that each field office would be headed by a Senior Political Affairs Officer/Head of Office at the P-5 level and would include staff from the substantive sections of the Mission as well as support staff. The

Committee was also informed that the substantive staff in the field offices would have dual reporting lines, to their respective heads of office and to the heads of their substantive groups at Mission headquarters in Mogadishu. **The Committee expects that every effort will be made to build and maintain coherence within each field office and also among the Mission's disparate locations in order to successfully implement its challenging mandate.**

11. **Taking into account its comments and recommendations in paragraph 8 above, the Advisory Committee recommends approval of the Secretary-General's staffing proposals for UNSOM.**

Operational costs

12. The Secretary-General proposes an amount of $31,165,100 for operational requirements comprising: Government-provided personnel ($133,200); consultants ($481,500); official travel ($1,359,400); facilities and infrastructure ($9,090,000); ground transportation ($2,340,800); air transportation ($5,446,200); communications ($5,283,700); information technology ($1,765,100); medical ($1,488,700); and other supplies, services and equipment ($3,776,500). According to the supplementary information provided to the Advisory Committee, in 2014 the Mission will focus on developing the full operational capacity required to carry out its mandated tasks, including the establishment of infrastructure and communications and information technology services.

Consultants

13. The Advisory Committee notes that the provision of $481,500 for consultants includes requirements of $103,000 to cover the cost of 12 consultants to provide training to UNSOM staff in the areas of leadership skills, team building, performance management, supervisory skills, facilitation skills, stress management and project management. **In this regard, the Committee reiterates the view that staff participation in training should be based on sound workforce planning techniques and the organizational needs and objectives of the missions. Priority should be given to recruiting trained personnel with the skills required to accomplish the functions of the position for which they are hired, thereby limiting the need for training of staff in their current function (A/66/718, para. 77). Therefore, the Committee recommends a reduction of $103,000 concerning the requirements for the 12 consultants mentioned above.**

Facilities and infrastructure

14. The provision of $9,090,000 under facilities and infrastructure would cover, inter alia, requirements for prefabricated facilities, generators, rental of premises, security services, and construction services. During its consideration of the Secretary-General's proposals, the Committee was informed that while the construction of permanent Mission headquarters outside the Mogadishu International Airport was necessary, its establishment would realistically take about three years, given the prevailing challenges. In that regard, the Committee was informed that the requirements for 2014 included only start-up funding for the Mission headquarters as well as resources to rent existing office facilities and to renovate them so as to render them compliant with minimum operating security standards. The Committee was also informed that, until the security situation improved, living accommodation

for staff would remain within the AMISOM protected area located in the Mogadishu International Airport compound. Furthermore, the Committee was informed that only $1,291,000, or 42.7 per cent of the resources proposed for 2013 under this category, had been utilized as at 21 November 2013.

15. **The Advisory Committee recognizes the necessity for UNSOM to establish office premises outside the AMISOM compound in order to increase its visibility and ensure greater access to its partners, while being compliant with minimum operating security standards. Judging from the low expenditure pattern in the current period, however, the Committee questions whether the Mission will be able to fully utilize the requested provision (see also para. 17 below).**

Air transportation

16. A provision of $5,446,200 is proposed under air transportation to cover requirements for the rental and operation of two fixed-wing aircraft as well as related costs, and also the rental and operation of one helicopter, which will be provided on a cost-sharing basis with UNSOA. Upon enquiry, the Advisory Committee was informed that only $206,600, or 20 per cent of the resources proposed in the amount of $1,022,600 for 2013 under this category, had been utilized as at 21 November 2013. The Committee was also informed that the projected expenditures for the remainder of the year would amount to $1,796,500.

Actual expenditures for 2013

17. During its consideration of the Secretary-General's budget proposals for UNSOM, the Advisory Committee, upon request, was provided with information on the actual expenditures for 2013 as at 21 November 2013, which amounted to $7,115,300, or 42.1 per cent of proposed resources for 2013, and projected expenditures for the period from 22 November 2013 to 31 December 2013. The actual expenditures showed a pattern of low resource utilization for operational costs, in particular under facilities and infrastructure, ground transportation, air transportation, communications, and other supplies, services and equipment, although it was explained that most of the resources would be utilized by 31 December 2013. **Based on the low expenditure pattern as at 21 November 2013, the Committee recommends an overall reduction of 5 per cent in the level of resources requested under facilities and infrastructure, ground transportation, air transportation, communications, and other supplies, services and equipment, and that any additional expenditures required under those resource categories be reported in the relevant performance report.**

United Nations Guards

18. Upon enquiry, the Advisory Committee was informed that, because of the security situation, the Secretary-General recommended additional security adjustments to allow staff to operate safely, including the immediate deployment, as part of UNSOM, of a United Nations Static Guard Unit, to be comprised of contingents from Member States, to strengthen the security of the UNSOM compound within the Mogadishu International Airport. The Committee recalls that the Security Council, in its resolution 2124 (2013), took note of the Secretary-General's intention to deploy an appropriate United Nations Static Guard Unit and requested further details with regard to its deployment. Accordingly, the Committee

was informed that UNSOM, UNSOA and the African Union were reviewing the main elements of the concept of operations for the guard unit and would revert to the Council as soon as possible. The Committee was further informed that, pending the outcome of the Security Council's review of the deployment and planning details of the guard unit, its resource requirements had not been included in the 2014 budget proposals. However, the Committee was informed that, in addition to 40 security-related staffing positions, the proposed budget for 2014 provides for $772,500 under security services and $309,800 for the acquisition of security and safety equipment.

19. **The Advisory Committee stresses that every possible measure should be taken to mitigate the security risk to the staff members. The Committee notes the establishment of a United Nations Static Guard Unit and comments further on United Nations guards in its report on special political missions (see A/68/7/Add.10, para. 31).**

20. **The Advisory Committee recommends approval of the resources proposed under operational costs subject to its recommendations in paragraphs 13 and 17 above and subject to adjustments to the operational costs to reflect the reductions in staffing resources recommended by the Committee.**

Other matters

Performance measures

21. The Advisory Committee notes from the Mission's results-based-budgeting framework (ibid., para. 43) that the performance measures for some of the Mission's indicators of achievement are based on actions to be undertaken by entities such as the Parliament and the Federal Government over which the Mission has no control. **In that regard, the Committee reiterates its view that the expected accomplishments could be improved in order to better reflect what could realistically be achieved by the Mission itself and activities for which the Mission could be held accountable (A/66/718, para. 10).**

Collaboration with the United Nations Support Office for the African Union Mission in Somalia

22. In paragraph 12 of his report, the Secretary-General indicates that UNSOM is a structurally integrated mission which draws its administrative and logistical capacity from UNSOA and that all of its human resource, finance, logistics, transportation and procurement capacities are sourced through UNSOA, which is co-located with UNSOM in the Mogadishu head office and in the Nairobi liaison office. Upon enquiry, the Advisory Committee was informed that UNSOM, which is a Special Political Mission created to support the Federal Government of Somalia in its peace and reconciliation process, was different from UNSOA, which is mandated to provide support functions to UNSOM and AMISOM. Therefore, the Committee was informed that UNSOA remained a separate entity while being part of the overall framework of the United Nations in Somalia. In this regard, the Committee was informed that the UNSOA Director had dual reporting lines, to the Special Representative of the Secretary-General on issues relating to providing support to the new Mission and to the Department of Field Support on issues relating to providing support to AMISOM.

23. In order to illustrate the distinct mandates of the two missions, the Advisory Committee was informed that the mine action services provided under UNSOM were for a contractual arrangement for strategic policy advice on mine action to the Federal Government of Somalia mandated by Security Council resolution 2102 (2013), whereas the mine action services provided through UNSOA were part of the logistical support package to AMISOM authorized under Security Council resolution 2036 (2012). Furthermore, the Committee was informed that the budgets, acquisition plans and associated expenditures of the two missions were managed separately in the existing information management systems of the United Nations.

24. **The Advisory Committee expects that the transparent and accurate reporting of costs associated with each of the two missions will be ensured. In that regard, the Committee requests that future budget submissions show further clarity on how their respective operational budgets for services, acquisitions and related arrangements are maintained separately.**

III. Recommendation

25. **Taking into account its comments and recommendations contained in paragraphs 11 and 20 above, the Advisory Committee recommends that the General Assembly: (a) approve the budget of UNSOM in the amount of $48,692,300 (net of staff assessment) for 2014; and (b) approve a charge of the corresponding amount against the provision requested under section 3, Political affairs, of the proposed programme budget for the biennium 2014-2015.**

Annex

Projected monthly personnel deployment schedule for 2014

Category	Proposed staff	Monthly deployment											
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
I. Military and police personnel													
Police advisers/personnel	6	4	4	6	6	6	6	6	6	6	6	6	6
II. Civilian personnel													
Professional and higher													
USG	1	1	1	1	1	1	1	1	1	1	1	1	1
ASG	2	1	1	2	2	2	2	2	2	2	2	2	2
D-2	1	0	1	1	1	1	1	1	1	1	1	1	1
D-1	6	2	2	3	3	4	4	5	5	6	6	6	6
P-5	28	15	16	16	17	18	19	20	23	25	26	27	28
P-4	25	16	18	19	20	21	21	22	23	23	23	24	25
P-3	21	7	8	11	13	16	17	17	17	18	18	19	20
P-2/1	1	0	0	0	1	1	1	1	1	1	1	1	1
Subtotal	**85**	**42**	**47**	**53**	**58**	**64**	**66**	**69**	**73**	**77**	**78**	**81**	**84**
General Service and other													
General Service													
Field Service	44	13	21	24	27	28	31	22	24	27	30	33	35
Security Service													
Subtotal	**44**	**13**	**21**	**24**	**27**	**28**	**31**	**22**	**24**	**27**	**30**	**33**	**35**
Total, international staff	**129**	**55**	**68**	**77**	**85**	**92**	**97**	**91**	**97**	**104**	**108**	**114**	**119**
National staff													
National Professional Officers	51	15	21	24	29	33	37	35	35	40	40	46	46
Local level	29	11	17	22	24	25	25	21	23	23	25	25	25
Total, national staff	**80**	**26**	**38**	**46**	**53**	**58**	**62**	**56**	**58**	**63**	**65**	**71**	**71**
Other personnel													
Temporary assistance	3	0	1	3	3	3	3	0	0	0	0	0	0
United Nations Volunteers	12	0	9	10	11	11	12	0	0	0	0	0	0
Government-provided personnel	10	5	5	10	10	10	10	10	10	10	10	10	10
Total, other personnel	**25**	**5**	**15**	**23**	**24**	**24**	**25**	**10**	**10**	**10**	**10**	**10**	**10**